

HOUSING POLICY
DEVELOPMENT, HCD

APR 01 2011

City of Yucaipa
Annual
Housing Element
Progress Report
01/01/10 to 12/31/10

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Purpose of the Annual Report

Government Code Section 65400 mandates that certain cities and all 58 counties submit an Annual Progress Report (APR) on the status of the Housing Element and progress in its implementation to their legislative bodies, the Governors' Office of Planning and Research (OPR), and the Department of Housing and Community Development (HCD) by April 1st of each year. The APR provides local legislative bodies with information regarding the implementation of the General Plan for their city or county. APRs must be presented to the local legislative body for its review and acceptance, usually as a consent or discussion item on a regular meeting agenda. Therefore, the APR should provide enough information for decision makers to assess how the General Plan was implemented during the 12-month reporting period – either calendar year or fiscal year.

More Specifically, APRs explain how land use decisions relate to adopted goals, policies, and implementation measures of the General Plan. The APR should provide enough information to identify necessary “course adjustments” or modifications to the General Plan, and means to improve local implementation. The State uses the APR to identify statewide trends in land use decision making and how local planning and development activities relate to statewide planning goals and policies. APRs may identify needed modifications and improvements to OPR's General Plan Guidelines. In addition, OPR is able to track progress on a local jurisdiction's comprehensive General Plan update using information provided in the APR.¹

Background on the Existing City of Yucaipa General Plan

In 1980, the County Development Code revised the County's previous zoning ordinance and created the Community Plan System of land use districts (zoning). County-wide, fifteen community or specific plans were adopted through 1988, including the Yucaipa Community Plan of 1980.

As new State General Plan requirements were added, some San Bernardino County elements were significantly amended, including the Housing Element in 1981 and 1986. The land uses were also amended as new development proposals were considered, including many in Yucaipa.

In 1989, the San Bernardino County Board of Supervisors adopted the Consolidated General Plan and Implementation System, replacing the 1966 County General Plan, approximately 40 separate “Community General Plans”, and several individual plan elements prepared through the years. At that time, Yucaipa was unincorporated and subject to the County General Plan in all its aspects.

The new systems incorporated into the County's 1989 General Plan were included in this General Plan to standardize and replace the old zoning system as well as the community

¹ Governor's Office of Planning and Research. State of California: 2007 General Plan Annual Progress Report Guidance. Office of Planning and Research: Sacramento, 2007.

plan districts and overlays. Improvements to the planning review system were coordinated with revisions to the Development Code as adopted by the City.

In order to address the City's needs with specificity during the first years of cityhood, the City Council ordered the preparation of an interim General Plan. This plan represented all that City officials and the public agreed constituted the direction Yucaipa should move in as it grows into the nineties and its first full decade.

The entire adopted interim General Plan, including all the technical background information and adjunct documents, have been reviewed and incorporated as appropriate into the City's General Plan.

The Yucaipa General Plan is the result of an extensive planning process involving the City, residents, community groups and surrounding communities. This process has provided a forum for resolving local conflicts among competing interests for the development of this area. The process began with the identification of goals, policies and actions that were used as the basis for developing a series of alternate land use plans for Yucaipa. Following extensive review and refinement of the alternatives, a plan was proposed which best met the goals of the City.

In 2003, a comprehensive review of each General Plan element was conducted by the City Council in order to incorporate current data wherever appropriate, and to implement policy refinements to facilitate the continued implementation of the adopted goals, policies and action items. Changes to existing policies and standards were kept to a minimum in order to ensure that the Plan would remain consistent with the original goals, as they represent the Plan's foundation. Unless otherwise stated, the information that has been incorporated into the General Plan Update is current as of January 1, 2004, and it represents the best available data relevant to current conditions.²

Date of Presentation/Acceptance by the Local Legislative Body

The 2010 Annual Progress Report was presented to the City Council at a regularly scheduled City Council meeting on March 28, 2011. The APR was reviewed and accepted by the City Council at this meeting.

Date of Last Update to the General Plan

The Yucaipa General Plan underwent its ten (10) year comprehensive review and update beginning in 2002. The updated General Plan and the updated Official Land Use Plan for the City of Yucaipa were formally approved on September 13, 2004, with the adoption of Resolution No. 2004-45, and on September 27, 2004, with the adoption of Ordinance No. 232. Recently, the City has completed the 4th cycle update of the Housing Element that was reported on in the 2009 Progress Report.

² City of Yucaipa, Yucaipa General Plan September 2004 Update

Measures Associated With Implementation of the General Plan

Planning / Construction Activities

The City Council adopted the Housing Element Implementation Program on August 9, 2010. The Implementation Program is a series of General Plan and Development Code Amendments that are intended to implement all of the California Government Code requirements for Housing Elements that were identified in the City's Housing Program.

The City Council approved an Affordable Housing Agreement with the Corporation for Better Housing to construct a 45 unit senior housing project on Yucaipa Boulevard consisting of 26 very-low income, 18 low-income, and 1 moderate income units.

The City completed comprehensive inspections for 15 mobile home parks.

Construction of the Yucaipa Transit Center was completed..

Intersection and signal improvements were completed at both entrances to Crafton Hills College.

The City has completed the construction of Yucaipa Boulevard widening from 5th Street to 13th Street.

The widening of Oak Glen Road from Stonewood to Bryant Street was completed.

The construction of the Wildwood Creek storm drain basins was initiated.

The construction of the Uptown Storm Drain improvements was completed.

Construction of the 13th Street Sports Park and the rehabilitation of the 7th Street Park was initiated.

Sidewalks were constructed on 7th Street and 10th Street between Yucaipa Boulevard and Avenue E.

Sidewalks were constructed, and the street was widened, on 1st Street between Yucaipa Boulevard and Avenue E.

General Plan Amendments

The first amendments to the General Plan in 2010 included seven (7) actions contained in Ordinance No. 294, and one (1) related action that amended the Development Code. Four (4) of these actions were independent of the other actions and were included in the project because it was the 1st Cycle of amendments to the General Plan for 2010. The other actions were related to the pre-zoning of the 345 acres that were annexed on the North Bench.

- 1) The first amendment to the General Plan involved Table II-2 of the Land Use Element. The Official Land Use Districts Statistical Chart had not been updated since 2004, and with the recent adoption of the Freeway Corridor Specific Plan and the General Plan Housing Element, there had been some substantial changes in land use categories as well as in future levels of anticipated development. The proposed revisions reflect land use designations as of June 30, 2009, but they did not include any changes related to the proposed annexation. The total number of projected dwelling units was increased from 25,456 to 26,899, which resulted in an increase in the projected “buildout” population of the City from 68,690 to 70,226.
- 2) The second amendment to the General Plan involved the addition of new policies to the Safety and Hazardous Waste Element that reference the implementation of the adopted Yucaipa Emergency Plan and the adopted Local Hazard Mitigation Plan specified in the federal Disaster Mitigation Act of 2000. The Yucaipa Emergency Plan identifies the management structure and the emergency response measures that would be taken by local agencies whenever an official State of Emergency is declared. The Hazard Mitigation Plan is designed to be a guiding document that describes the process for identifying hazards, risks and vulnerabilities, identifying and prioritizing mitigation actions, encouraging the development of local mitigation, and providing technical support for those efforts.
- 3) The third amendment to the General Plan involved the recently adopted Senior Mobile Home Park Overlay District. It was been determined that two (2) of the mobile home parks that were initially included in this district were not actually senior mobile home parks, and consequently, the Rancho Del Sol Mobile Home Park, located at 12351 4th Street, and the Crafton Hills Mobile Home Park, located at 31816 Avenue E, were removed from the MHP2 classification.
- 4) The fourth amendment to the General Plan involved an amendment to the Circulation and Transportation Map to downgrade the roadway classification for Wildwood Canyon Road, between Bryant Street and Mesa Grande Drive, from a Secondary Highway, with 88 feet of right-of-way and a 64 foot cross section, to a Limited-access Collector Street, with 66 feet of right-of-way and a 44 foot cross section.
- 5) The fifth amendment to the General Plan involved an amendment to the Multi Use Trails and Bike Paths Map to include the trails and bike paths that would be designated on the 345-acre annexation area in the North Bench. Each of the multi use trails, and the

bike path along Oak Glen Road, are extensions of existing trail and bike path designations, and they would follow existing alignments that have already been disturbed by roadway or other agricultural activities.

6) The sixth amendment to the General Plan involved the establishment of an Open Space (OS) Land Use District. The Open Space (OS) Land Use District was necessary to accommodate the land use designation that was initially used on a large portion of the Freeway Corridor Specific Plan, and that was intended to accommodate 334-acres of the area on the North Bench that was proposed for annexation. It allows for the development of one (1) dwelling unit per existing parcel, if no other land use district is present on the parcel, and it is intended to include sites for nature preserves, habitat mitigation banks, habitat restoration, multi use trails, picnic areas, public campgrounds, and similar and compatible uses, such as a restroom and parking area. Sites officially designated as Open Space will provide opportunities for passive recreational activities that will not jeopardize the long-term viability of the natural resources that are being preserved.

7) The seventh amendment to the General Plan involved the pre-zoning of the 345-acre area that was proposed for annexation on the North Bench. The annexation procedures established by the Local Agency Formation Commission required that the annexed territory be designated with a land use district classification at the time the area was annexed into the City. The Official Land Use Districts Map was amended to designate 334 ± acres as Open Space (OS), and the 11 ± acres located on Oak Glen Road (that is not owned by the City) was designated as RL-10 (Rural Living – one dwelling unit per 10 acres). The County of San Bernardino Oak Glen Community Plan designated the entire 345 acres as Agriculture (AG), with a minimum parcel size of ten (10) acres. The pre-zoning would permit the development of two (2) additional dwelling units, as well as the limited passive recreational facilities noted in item number six (6).

With the completion of a Program Environmental Impact Report (EIR), the City was also able to proceed with the final steps that were needed to implement the requirements of State housing element law. These amendments to the General Plan and Development Code were contained in five (5) separate ordinances – Ordinance No. 296, Ordinance No. 297, Ordinance No. 298, Ordinance No. 299, and Ordinance No. 300. These actions involved General Plan and Development Code Amendments that established: 20 ± additional acres of high density multiple-residential zoning, where new housing can be developed “by right” (without discretionary review); the designation of the Service Commercial (CS) District as the location for Emergency Shelters that can be developed “by right”; locations and standards for Single-Room Occupancy, Transitional, and Supportive dwelling units; bonus density provisions, and Reasonable Accommodation procedures for people with disabilities; and implementation standards and review procedures for an Inclusionary Housing Program.

Each of the proposed amendments is discussed in detail below, and each amendment was initiated by the City in order to comply with the measures identified in the Housing Program section of the recently adopted Housing Element.

Ordinance No. 296

This Ordinance amended the Development Code in several ways in order to implement certain requirements of State law regarding Emergency Shelters, Single Room Occupancy dwellings, Transitional and Supportive Housing, and the findings for disapproving or conditioning affordable housing projects. It designated the Service Commercial (CS) District as the location for allowing Emergency Shelters to be developed “by right”, and it also established development standards and review procedures for these facilities. It designated the Multiple Residential (RM) District as the location for Transitional and Supportive Housing, subject to the approval of a Conditional Use Permit, and it also established development standards for Single Room Occupancy facilities. The ordinance also included formal definitions for each of these facilities, and it added to the Code the mandatory findings that must be made before disapproving an affordable housing project.

Ordinance No. 297

Ordinance No. 297 took the density bonus provisions currently contained in State law and added them to the City’s Development Code. This ordinance also contains provisions to establish “Reasonable Accommodation Procedures” for persons with disabilities, which are also mandated by State law. These measures are intended to prevent discrimination against persons with disabilities, as they provide a mechanism whereby such individuals can request a reasonable accommodation relating to the application of various land use, zoning, or building laws, rules, policies, practices and/or procedures of the City.

Ordinance No. 298

Ordinance No. 298 established the High Density Multiple Residential District, which has a base density of 24 du/ac. This is the density that the Housing Element established in order to comply with the statutory requirements for “adequate sites” to accommodate our RHNA allocations. The City was required to provide a minimum of 59 acres with this zoning designation, and to date, 40 acres have been established within the Freeway Corridor Specific Plan, which left at least 19 acres still to be established, and this was accomplished by the GPA component of this action. The City Council also adopted “by right” multiple-family development standards to be implemented in the RM-24 District. Each of these standards is spelled out in detail in Section 6 of the Ordinance, and they cover parking, dwelling unit sizes and amenities, site amenities, architectural requirements, landscape requirements, general development policies, site plan design, and building design. Section 88.01335(f) of the Ordinance contains the maintenance requirements that would apply to each project.

Ordinance No. 299

Because it has been identified by the EIR as the environmentally superior site, this Ordinance established the land use district change that was needed to provide the 24 du/ac density required by the Housing Element on the Oak Glen Rd. site. It also included other land use district changes on that site to facilitate the mixed-use concept that is

necessary to create a sustainable development that will minimize future vehicle trips. These changes included a Neighborhood Commercial designation on 4 ± acres, an Institutional designation on 4.5 ± acres, and an Open Space designation on 11 ± acres.

Ordinance No. 300

The Community Redevelopment Law requires that at least 15% of all new and substantially rehabilitated dwelling units within a redevelopment project area must be made available at an affordable housing cost to, and occupied by, persons and families of low or moderate income. As the City's redevelopment project area contains land that is designated for residential development, this obligation would become the Yucaipa Redevelopment Agency's responsibility unless it was assigned to the property owner through the establishment of an Inclusionary Housing Program. The Inclusionary Housing Report provided the analysis necessary to support the adoption of an inclusionary housing ordinance, which requires each developer to be responsible for including the affordable units associated with their project in their project, or they could pay an "in lieu" fee that would be used on other affordable housing projects.

Resolution No. 2010-13

Resolution No. 2010-13 established the High Density Multiple Residential (RM-24) Land Use District in the Land Use Element of the General Plan, and it provided the associated Land Use Intensity Standards for the district. In addition, it established the new land use districts that are being proposed for the 40 ± acre site on Oak Glen Rd. These proposed districts are designed to facilitate the development of a high intensity "mixed-use" project that can reduce the amount of vehicle trips made by its residents on a daily basis. To ensure consistency with other components of the General Plan, these amendments also included the elimination of the current Agricultural Preserve (AP) Overlay District designation, and the establishment of an Improvement Level 1 (IL-1) designation.

ANNUAL ELEMENT PROGRESS REPORT

Housing Element Implementation

(CCR Title 25 §6202)

Jurisdiction CITY OF YUCAIPA

Reporting Period 1/1/2010 - 12/31/2010

Table A

Annual Building Activity Report Summary - New Construction Very Low-, Low-, and Mixed-Income Multifamily Projects

Housing Development Information										Housing with Financial Assistance and/or Deed Restrictions			Housing without Financial Assistance or Deed Restrictions	
1	2	3	4				5	5a	6	7	8			
Project Identifier (may be APN No., project name or address)	Unit Category	Tenure R=Renter O=Owner	Affordability by Household Incomes				Total Units per Project	Est. # Infill Units*	Assistance Programs for Each Development See Instructions	Deed Restricted Units See Instructions	Note below the number of units determined to be affordable without financial or deed restrictions and attach an explanation how the jurisdiction determined the units were affordable. Refer to instructions			
			Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income								
Various Mobile Home setbacks	MH	R			23		23	23	N/A	0	23			
(9) Total of Moderate and Above Moderate from Table A3			▲	▲	0	1	1	1						
(10) Total by income Table A/A3			▲	▲	23	1	24	24						
(11) Total Extremely Low-Income Units*														

* Note: These fields are voluntary

ANNUAL ELEMENT PROGRESS REPORT

Housing Element Implementation

(CCR Title 25 §6202)

Jurisdiction CITY OF YUCAIPA
Reporting Period 1/1/2010 - 12/31/2010

Table A2
Annual Building Activity Report Summary - Units Rehabilitated, Preserved and Acquired pursuant to GC Section 65583.1(c)(1)

Please note: Units may only be credited to the table below when a jurisdiction has included a program it its housing element to rehabilitate, preserve or acquire units to accommodate a portion of its RHNA which meet the specific criteria as outlined in GC Section 65583.1(c)(1)

Activity Type	Affordability by Household Incomes				(4) The Description should adequately document how each unit complies with subsection (c)(7) of Government Code Section 65583.1
	Extremely Low Income*	Very Low Income	Low Income	TOTAL UNITS	
(1) Rehabilitation Activity				0	
(2) Preservation of Units At-Risk				0	
(3) Acquisition of Units				0	
(5) Total Units by Income	0	0	0	0	

* Note: This field is voluntary

Table A3
Annual building Activity Report Summary for Above Moderate-Income Units (not including those units reported on Table A)

	1. Single Family	2. 2 - 4 Units	3. 5+ Units	4. Second Unit	5. Mobile Homes	6. Total	7. Number of infill units*
No. of Units Permitted for Moderate						0	
No. of Units Permitted for Above Moderate	1					1	1

* Note: This field is voluntary

ANNUAL ELEMENT PROGRESS REPORT

Housing Element Implementation

(CCR Title 25 §6202)

Jurisdiction CITY OF YUCAIPA

Reporting Period 1/1/2010 - 12/31/2010

Table B

Regional Housing Needs Allocation Progress

Permitted Units Issued by Affordability

Enter Calendar Year starting with the first year of the RHNA allocation period. See Example.		2006	2007	2008	2009	2010	Year 6	Year 7	Year 8	Year 9	Total Units to Date (all years)	Total Remaining RHNA by Income Level
Income Level	RHNA Allocation by Income Level	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Total Units to Date (all years)	Total Remaining RHNA by Income Level
	Deed Restricted											
Very Low	Non-deed restricted											780
Low	Deed Restricted											
	Non-deed restricted											636
Moderate	Deed Restricted											
	Non-deed restricted											
Above Moderate	Deed Restricted											
	Non-deed restricted											
Total RHNA by COG. Enter allocation number:		74	102	60	29	23					126	426
Total Units		153	102	60	10	1					326	525
Remaining Need for RHNA Period		227	102	60	39	24					452	2,367

Note: units serving extremely low-income households are included in the very low-income permitted units totals.

ANNUAL ELEMENT PROGRESS REPORT

Housing Element Implementation

(CCR Title 25 §6202)

Jurisdiction
City of Yucaipa

Reporting Period
01/01/2010-12/31/2010

Table C
Program Implementation Status

Program Description (By Housing Element Program Names)	Housing Programs Progress Report - Government Code Section 65583. Describe progress of all programs including progress in removing regulatory barriers as identified in Housing Element.		
Name of Program	Objective	Deadline in H.E.	Status of Program Implementation
Mobile Home Rent Stabilization Ordinance	Monitor Effects of ordinance and modify as necessary	Ongoing	Amendments adopted to reflect changes in law
Mobile Home Rent Subsidy Program	Provide rent subsidies to 50 tenants each year	Ongoing	Program provides 50 subsidies each year
Mobile Home Park Overlay District	Protect mobile parks from changes in use	Ongoing	Program implemented - Overlay District remains in place
Senior Mobile Home Park Overlay District	Preserves affordable housing for seniors	On-going	Program implemented - Overlay District remains in place
Non-Profit Acquisition of Mobile Home Parks	Acquisition assistance to non-profit organizations	Ongoing	RDA ready to facilitate acquisition of additional mobile home parks
RDA Housing Rehabilitation Program	Rehabilitation assistance to 2-3 households per year	Ongoing	Program established, but no applications were received
Home Improvement Loan Program-Single -Family	Make low interest loans for housing rehabilitation	Ongoing	Promoted with Flyers at City Hall
Rental Acquisition and Rehabilitation Loan Program	Make low interest loans for multi-family housing	Ongoing	Promoted with Flyers at City Hall
Property Rehabilitation for Re-sale	Make low interest loans for property rehabilitation	Ongoing	Promoted with Flyers at City Hall
Senior Home Repair Program	Make low interest loans to seniors for home repairs	Ongoing	Promoted with Flyers at City Hall
Section 8 Rental Assistance Program	Provide housing vouchers for low-income households	Ongoing	Vouchers provided to 72 very-low income households
Occupancy Inspection Program	Provide inspection services to potential buyers	Ongoing	+/- 2 inspections per month are performed

Fresh Rate Program	Provide down payment assistance to low-income households	Ongoing	Promoted with Flyers at City Hall
Homeownership Assistance Program	Provide low interest loans to low-income purchasers	Ongoing	Promoted with Flyers at City Hall
First-time Homebuyer Program	Provide low interest loans to first-time homebuyers	Ongoing	Promoted with Flyers at City Hall
Uptown Business District Specific Plan	Facilitate development of 50 new units	Ongoing	Plan is in effect, but no applications have been received
Housing Incentives Program	Offer incentives to facilitate lower-income housing	Ongoing	Program is implemented and incentives are available
Density Bonus for Senior Housing (100%)	To increase affordability of senior housing	Ongoing	Program has produced 97 low income senior units
Flexible Development Standards	Provide flexibility to city standards to encourage more affordable units	Ongoing	20+ variances granted to accommodate special conditions
Fair Housing Program	Provide public with information on fair housing practices and services	Ongoing	Information seminar conducted at City Hall
Housing Element Implementation Program per conditional certification	Implements statutory requirements for compliance with state law	2010	Various General Plan and Development Code Amendments completed. See Ordinances No. 296, 297, 298, 299, and 300